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Tab B - I&R analysis of FE Division comments on I&R Manpower Survey, FE Division, 18 August 1954. The FE statements are taken from Reference (b)--the FE comments on I&R's report of 18 August 1954

#### FE STATEMENT

#### I&R COMMENT

IV - A. "FE has exceeded its total civilian personnel ceiling by [redacted] individuals."

This statement is untrue. We do not have strength figures as of 23 June 1954, but as of 30 June 1954 the total civilian personnel strength of FE, chargeable against our civilian ceiling of [redacted]

[redacted] projects which are not counted against ceiling.

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25X9A2

IV - B. [redacted] unvouchered FE personnel are in Headquarters."

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25X1A9a

Actually these are [redacted]. A check of the I&R report reveals they listed one person [redacted] twice. Attached is a list of these [redacted] indicating their dates of return, EOD or transfer date and the reasons for their being in Headquarters on UV funds. A review of the reasons indicates the following:

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I&R agrees that the FE total ceiling, for purposes of on duty strength comparisons, should include [redacted]

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However, even using such an expanded ceiling figure, as correctly suggested by FE, it still should be emphasized that, although FE is under ceiling for the combined Headquarters and Field strength, still it is over Headquarters ceiling by 75 people.

I&R believes that it is imperative that such Headquarters over-ceiling strength be eliminated as soon as possible.

FE rightfully corrects the figure of unvouchered personnel at Headquarters from [redacted]

25X9A2

Regardless of the FE Division explanations, I&R cannot accept the same as justifiable authorization for the use of unvouchered funds, particularly in view of the fact that, as shown in the I&R report, [redacted] of the personnel had been at Headquarters over six (6) months.

25X9

**SECRET**

**FE STATEMENT**

**I&R COMMENT**

25X9A2

Were being processed for the field.  
Were delayed from travelling because  
of medical reasons.  
Were on authorized UV slots.  
Was not on FE rolls as of 23 June 1954.  
Were not on UV funds as of 23 June 1954.  
Were on LWOP. Were not being paid;  
therefore, should not be included.  
Were in process of resigning.

Sub Total  
Being shopped with no definite lead.  
Declared surplus to the appropriate Career Board but on whom no definite action had been taken.  
Reassignments pending.  
**TOTAL**

25X1C4a

25X9

25X9 Of the listed above as "reassignment pending",  
actions have become effective since the report was  
ordered.

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**FE STATEMENT**

**I&R COMMENT**

**IV B.1.a. "Time in Headquarters on UV funds."**

1 year and over  
6 months to 1 year  
3 months to 6 months  
3 months or less



With respect to the [redacted] in headquarters over one year, 3 are on authorized UV headquarters slots. They are [redacted]

[redacted] returned from the field and is enrolled at Yale University. Upon completion of his studies he will return to his field assignment. His studies are Agency sponsored.

[redacted] was also undergoing language training at Georgetown and Yale. He completed his studies in June 1954, received reports training in OTR, took leave and is now enroute to his station in [redacted]

[redacted] is on LWOP.

[redacted] - See IV - B.2.

R. [redacted] is a TSS employee charged against [redacted]. Repeated efforts on the part of FE to have TSS slot the man have been to no avail. As of the present he is being processed against another overseas assignment.

FE's comments are confirmatory of the I&R findings as reported--merely giving more detailed explanation on those cases of personnel in Headquarters who have been on unvouchered funds for over one (1) year.

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25X1A9a

25X1A9a  
25X1A6a

25X1A9a  
25X1A9a

25X1A9a  
25X1A2d1

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**SECRET**

**FE STATEMENT**

**I&R COMMENT**

[REDACTED] was fully processed for the field on two separate occasions. On each occasion orders had to be cancelled because of deaths in his immediate family. He has since been processed and he arrived in [REDACTED] on 19 August 1954.

25X1A9a

25X1A6a

[REDACTED] completed one assignment and before he could be reassigned, he was detailed for approximately 5 - 6 months to PBSUCCESS. This was at the request of C/ [REDACTED] Staff. Immediately upon his return from this detail he was assigned to the [REDACTED]. He is currently in the field.

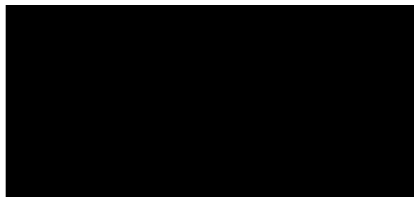
25X1A9a

25X1A8a

25X1A6a

25X1A6a

**IV - B.1.b. "Types of assignments."**



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25X9  
25X9  
Of the [REDACTED] listed as on duty in headquarters, as reported in IV B, we wish to point out that the majority are in process for the field while the remainder of [REDACTED] are in the main returnees whose reassignments are in various stages of processing.

FE merely accepts the I&R survey findings and further analyzes a portion of the reported figures.

**SECRET**

FE STATEMENT

I&R COMMENT

IV B.2 "Misuse of UV Funds, low morale and work performance".

It is felt that our explanation in IV B.1.a of the cases in question clearly refutes the allegation "apparent misuse of UV Funds". With respect to the low morale and work performance it is not apparent to anyone in FE how this determination was made.

A most outstanding example, as quoted, the case of [redacted] is perhaps worthy of the following chronology of events.

[redacted] did not return from overseas.

He did return from a U.S. project on 3 August 1953. On 24 September 1953 after determining to what position he would be assigned, FE submitted a personnel action transferring him to headquarters. This action was processed by the Office of Personnel effective 29 August 1954. It is true that he is working in FE Personnel and the action submitted on 24 September 1953 reflects this. With respect to his morale and work performance, both are extremely good. He has assumed his duties and responsibilities with enthusiasm to such an extent that our unassigned returnees are at a minimum. In fact, he recently received a commendation from DDP/COP for the excellent job done in effecting reassignment for returnees.

These FE comments confuse the individuals who have been on unvouchered (UV) funds at Headquarters for over one (1) year with the cases detailed in Tab C of the original I&R report. Therefore, with the exception of the case of [redacted] FE Division comments are not germane.

FE Division also may have placed a connotation on the language of the report which was not called for. I&R stated: "Such handling (i.e., of the ten cases) has contributed to a lowering of morale and work performance." There can be no question that the long delayed placement of returnees has contributed to a lowering of morale and work performance. This was most evident in a number of the cases reviewed in detail in the original I&R report.

In the case of [redacted] it is felt that he is to be commended for his continued enthusiasm despite his long period of uncertain status. However, it should be noted that in an interview with [redacted] on 21 June 1954, the survey team memorandum for the record states that [redacted] personally was concerned about his status and requested that action be taken toward its clarification.

It is interesting to note that the nine remaining cited in the report were not commented on by FE.

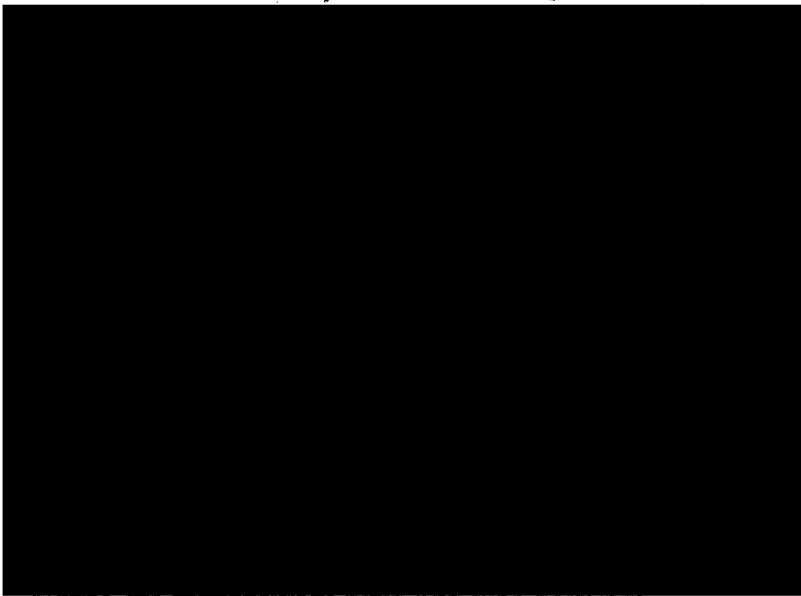
25X1A8a

**FE STATEMENT**

**I&R COMMENT**

**IV - D.1 "The following are what appear to be slotting discrepancies:**

**a. "On 9 May 1954 the AD/P position in-**



**a. I&R cannot help but smilingly agree that, as commented by FE, the I&R statement "is probably true." Furthermore, I&R desires to point out that the explanatory information which FE supplies, already substantially was included in paragraph IV D.1.c of the original I&R report.**

**b. "However, the FE Personnel Officer reported a total of only [redacted] unassigned".**

**The FE Personnel Officer's report of 18 June 1954 was a report to Chief, FE showing the disposition of unassigned returnees in Washington as of 1 February 1954**

**b. I&R accepts the FE Division statement that the referenced report covers returnees only. However, it is difficult to reconcile the FE statement that**

FE STATEMENT

I&R COMMENT

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and those who returned between that date and the date of the report. This totaled [ ] of which 15 were unassigned as of the reporting date. We wish to emphasize that it covered returnees only and its purposes were to show the results of the combined efforts of FE Personnel and the various Career Service Boards in effecting reassignments of overseas returnees.

the report was for FE Division internal use only, when, by memorandum of 18 June 1954, C/FE formally submitted same to DD/P through DD/P-ADMIN.

This report even though for our internal use only was voluntarily given to the I&R Survey Team and was fully explained to them. Why it was used so incorrectly and cited as erroneous reporting is beyond our understanding.

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IV - D.2 "It was found that [ ] field personnel are not performing the duties called for by their T/O positions by reason of physical location."

This statement is categorized in the survey report as a "slotting discrepancy". As such the statement is highly misleading. It purports to say that because these personnel were not physically located at the foreign station itself, that such personnel are not performing their table of organization duties.

Routine processing of both incoming and outgoing personnel, home leave, TDY, training, and

FE makes much of a purported "misleading statement". This statement is not misleading. 25X9A2 After all, were not [ ] personnel cited in the report on PCS at Headquarters or had never left Headquarters, while slotted on UV funds slots overseas? To state this as a fact cannot be "misleading" when it is a documentable fact.

**SECRET**

**FE STATEMENT**

**I&R COMMENT**

travel time accounts for the majority of these personnel who are not physically located at the permanent field post of duty. They are not intended to be there. Therefore, their situations can in no sense, be said to be slotting discrepancies. The statement implies that a table of organization adjustment should be made. Such adjustments in most cases would be absurd and contrary to current regulations and generally accepted personnel practice of the Agency.

The situation of the employee charged to [redacted] that physically was detailed to [redacted] to aid in a training program, does not require further explanation. The situation of the [redacted] who are referred to as charged to one table of organization but physically working at another location, cannot be explained until we have the names. It is our belief the majority are involved in the liquidating [redacted] projects and could conceivably be physically located in any of several locations.

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IV - D.3 "Eight staff agent or staff employees are carried by AD/P position inventory as occupying T/O positions more than two regular promotion steps above their present grade."

This statement presumably is included for completeness since no other reason appears as to why it is made. The indicated practice is, of course, not prohibited and is frequently necessary. It is FE

I&R can only note that these figures were reported as a result of a request of the DCI; and the statement was felt to be pertinent in a count of FE personnel.

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**FE STATEMENT**

**I&R COMMENT**

policy to fill positions as near to the approved grade as possible with qualified available personnel. Unable to do this in a given case, we then accept someone who is not so well qualified and who holds a lower grade.

25X9 IV D.4 [ ] positions are carried on AD/P position inventory as double slotted."

Double slotting is a procedure approved by the Office of Personnel and each individual case must be justified to that Office. As long as the overall ceiling is not exceeded, we must of necessity double slot in order to recruit, train, and process a person for a particular overseas position currently filled. To report such a situation in the context of the I&R report is to clearly imply that the practice is irregular and in violation of regulations or practices.

IV E. "Current personnel reporting techniques do not reflect a complete picture of FE Headquarters on duty strength."

Personnel reporting is a responsibility of the AD/P and is not a responsibility of an area division.

I&R agrees with FE that Agency T/O procedures are such as to require double slotting on occasion. The statistic was included in the report at the request of the DCI. It seemed to be a pertinent point in any "head count" of FE Division staff employees and staff agents to give the number double slotted at the time of the count.

I&R's only comment is to re-state the findings of its report, namely that the on-duty strength of FE

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**FE STATEMENT**

**I&R COMMENT**

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With respect to the [redacted] on UV slots, we feel this situation is explained by our comments in paragraph IV B. above.

JOT's are the responsibility of OTR and as such are included in their strength figures.

Consultants are not employees and should not be regarded as such in reporting headquarters strength.

**IV - F. "FE Personnel Records Management."**

The report of findings is basically true. However, the I&R Staff has failed to report remedial action being undertaken on the initiative of the FE Division. The surveyors were informed that FE had eliminated several hundred resignee and terminated files by transferring them to the Office of Personnel. The same is true of additional hundreds of old applicant files which were sent to the Applicant File Section, Office of Personnel. Numerous "Personality Files" were located and forwarded to RI. All active personnel files are being reviewed branch by branch and operational material is being extracted and consolidated into the Branch file. The remainder of the material is being forwarded to the Office of Personnel for inclusion in the official personnel folder. This project

Headquarters on 23 June 1954 was [redacted] as compared to the AD/P report of 30 June showing [redacted] and that, therefore, it must follow that "Current personnel reporting techniques do not reflect a complete picture of FE Headquarters on duty strength."

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I&R welcomes the report of improvement in the FE Division personnel records management.

It is the hope that FE Division will continue to improve these records.

**SECRET**

FE STATEMENT

I&R COMMENT

should be completed by 1 January 1955 at which time there will be no files in the Personnel Section of FE with the probable exception of contract employees.

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V - C. "CIA Regulation [ ] is violated by persons remaining on former overseas T/O slots while performing headquarters duty."

It is true that 15-20 returnees are performing headquarters duties while remaining on overseas table of organization slots. However, the sense in which this is a violation of Regulation [ ] is not understood. There is no procedure established whereby a person can be transferred to a "pool" upon completion of his overseas tour in the event no reassignment is immediately forthcoming. There is no alternative but to leave the person assigned to the overseas slot pending a suitable reassignment. Until the rotation program becomes completely effective, this situation is unavoidable. The FE Division will continue to utilize the services of these returnees on a detail basis until they are reassigned. This, in our opinion, is much better for CIA in that such personnel are usefully and productively employed. At the same time, it is better for the morale of the returnees that he perform definite duties instead of "walking the halls."

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Regulation [ ] provides for the use of UV funds only when vouchered funds "are inappropriate in view of the security or extraordinary or emergency nature of our activities." Does FE Division wish to imply that the majority of the [ ] UV personnel at Headquarters fall within the purviews of the above Regulation?

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I&R does agree, as stated in its report, however, that the proper Agency administrative mechanisms do not exist for normal day-to-day correction of such situations.

The FE comment that returnee personnel are used on details rather than "walking the halls" would appear to be extraneous to the problem of possible violations of Regulation [ ]

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**FE STATEMENT**

**I&R COMMENT**

VI - A. "The current mechanisms employed to reflect personnel assignment do not and cannot reflect the actual personnel picture of FE."

This statement is true not because the FE Division is misusing these techniques, but because the reporting techniques themselves are not designed to reflect physical location. The statement reflects a misconception as to the purpose of personnel statistics in this connection. Our reporting is tied in with the concept of the table of organization. The table of organization is an accounting device which is designed to show the mission, station, or other functional units which receives the benefit of the employees work. It is not designed as a technique to control physical location.

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VI - B. "CIA Regulation [REDACTED] is being violated to accomplish an administrative end."

The need for a workable mechanism is open to serious question if it is based upon the information and conclusions of the I&R report. CIA Regulation [REDACTED] is not being violated to accomplish an administrative end. The report should indicate what "administrative end" we are trying to accomplish and it is evident that the reporters do not appreciate the

I&R believes that if "on duty" PCS personnel statistics, as reported to the DCI, do not reflect physical location, they are not only of little value but misleading; and, therefore, are in need of corrective actions.

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As previously cited, Regulation [REDACTED] provides for the use of UV funds only when vouchered funds "are inappropriate in view of the security or extraordinary or emergency nature of our activities."

In answer to FE Division query as to the administrative end being met, it should be pointed out that

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#### FE STATEMENT

problems inherent in the recruiting, transferring, training, and processing personnel for overseas.

The conclusion in paragraph VI - B is perhaps true but is a gross exaggeration. The spirit of Regulation [REDACTED] is certainly not violated by the current personnel practices of the Agency.

VII - A. "That FE reduce its strength to its authorized ceiling."

This is unnecessary. We have already pointed out our ceiling has not been exceeded.

VIII - A.a. "FE Division personnel on duty in headquarters for whom no headquarters slots are available should be transferred to and reported as, in casuals or out casuals as appropriate."

This is a recommendation for a new "pool" similar in purpose and design to the old "Washington Field Unit" which was abolished in June 1953. It is well

#### I&R COMMENT

UV funds are being used as a solution to the many administrative problems inherent in having to transfer such UV personnel at Headquarters to proper vouchered positions.

The gratuitous FE Division statement as to the competency of the reporters is not felt to be appropriate; particularly, is it inappropriate unless and until errors can be pointed out in the report made by these officers.

Action to reduce to ceiling limit is not unnecessary. It was noted, in IV-A, that FE Division was over its ceiling on a basis of on-duty strength, at Headquarters by [REDACTED] people. Elimination of this over-staffing appears necessary.

FE Division comments are noted with interest. The I&R recommendation was for the installation of a workable mechanism for reporting in-casuals and

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#### FE STATEMENT

known that the consequence of such a pool is to place people in a category for which no one is ultimately responsible with the result that personnel are lost sight of for extended periods. Under our present arrangement personnel to be reassigned continue to be the responsibility of the organizational unit to which they are charged.

VII - B.1 "That FE be directed to initiate personnel actions within 30 days transferring all personnel slotted against obsolete T/O positions to current T/O slots."

The FE Division is more than anxious to have its personnel correctly slotted against current T/O's. As of the present, new T/O's are pending for the Support Mission, [redacted] and Southeast Asia. As soon as these approved personnel actions will be submitted. The [redacted] T/O recently approved has been processed and all personnel correctly slotted. Personnel actions are currently being processed against the new [redacted] T/O.

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#### I&R COMMENT

out-casuals. There appears to be some difference of opinion between FE Division and DD/P-Admin, for it is noted that DD/P-Admin, in his memorandum of 20 October 1954 to DD/P, in paragraph 5.c., indicates that such a mechanism is now in process of being installed.

I&R welcomes FE Division's desire to slot personnel correctly against current T/O's. It recognizes that in the case of the [redacted] it had been necessary for FE to leave personnel in obsolete T/O positions at the request of DD/P-Admin.

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**FE STATEMENT**

**I&R COMMENT**

VII - B.2 "Process actions within 30 days correctly all personnel records which do not indicate correct assignment or correct physical location."

Again it is obvious that personnel actions cannot be used in all cases to reflect correct physical location. As an example those in training elsewhere, on detail or TDY will not be reflected by personnel action.

VII - B.3 "Report in detail to DDP/COP Overceiling obligations."

We again state the division is not over ceiling. However, the survey team should be enlightened as to this office having responsibility for ceiling control. This responsibility has been delegated to the Office of Personnel.

VII - B.4 "Ensure, on all future FE personnel reports to DD/P senior officials, that the following factors be considered and reported correctly."

I&R agrees with FE that TDY's should not be included within the terms of this recommendation. However, it should be noted that all data in the I&R report excluded TDY's.

a. FE Division is over ceiling at Headquarters, on the basis of on duty strength and definitely was [REDACTED] over ceiling at Headquarters at the reported time as per I&R report (Reference a).

b. Responsibility for final reporting on personnel is that of ADP. However, responsibility for staying within authorized Headquarters on duty strength is that of the Division. FE holds such responsibility with respect to the [REDACTED] personnel over strength at FE Headquarters.

SECRET

#### FE STATEMENT

#### I&R COMMENT

- (a) "All personnel in in-casual or out-casual status:"  
This report is provided monthly by the Office of Personnel.
- (b) "All personnel not on currently authorized T/O slots:"  
Office of Personnel periodically reports this.
- (c) "All personnel in headquarters paid from UV funds and not on authorized T/O slots:"  
Same as group (a) above.
- (d) "All personnel performing duty other than that of the T/O slots to which assigned:"  
This requirement is unreasonable because of the tremendous amount of work involved in making such determinations.
- (e) "All personnel on duty with FE but not filling T/O positions (JOT, consultants, details from outside FE.):"

a. Such reports were not furnished at the time of the I&R report. If such reports now contain the information requested, no further FE action is indicated.

b. I&R notes that the Office of Personnel quarterly report lists all unslotted personnel merely in one "unassigned" category regardless of reason for unassigned status. This does not satisfy the requirements of the I&R recommendation.

c. If the Office of Personnel periodically reports this item, as indicated by FE, I&R is at a loss to know why, within a week after the I&R report, it became necessary for DD/P-Admin to request (24 August 1954) that all Senior Staff and Area Division Personnel Officers begin to report monthly to DD/P-Admin all Headquarters personnel who are assigned to overseas tables of organization.

d. This requirement is not unreasonable. Certainly it is most reasonable to assume that proper personnel management and control includes and requires a constant knowledge of personnel location and duties. Failing this can but result in chaos.

e. I&R accepts the FE thesis that final reporting on personnel is the responsibility of the ADP. However, ADP reporting would, in this case, have to rest



I&R COMMENT

FE STATEMENT

This would be an Office of Personnel responsibility.

on information supplied by the operating Agency components, including FE, and should be in accordance with the recommendations for such reporting contained in the I&R report.